



Secure Treatment & Examination Program (STEP)

A partnership between DOC & DPHHS

December 14, 2006

Nationally, approximately 16% of persons in the custody of Departments of Corrections suffer from mental disorders; and more than 75% of mentally ill offenders also suffer from a co-occurring substance use disorder. The Montana Departments of Corrections and Public Health and Human Services recognize that we often have a shared client base.

*The **STEP** is proposed to improve outcomes for our shared clients...*

The STEP will provide mental health and addiction treatment services for offenders who have been charged and/or convicted of criminal acts and are, by court order in a criminal proceeding, placed into the custody of either Department for examination, treatment, incarceration, or custody.

Mentally ill offenders have unique treatment needs. This proposal seeks to create a program that will enhance the state's ability to deliver targeted mental health and addiction treatment; within a secure facility that has been designed to address the safety and wellbeing of the general public, the offenders and the staff who will administer the program.

Goals

- The program will delivery co-occurring treatment to address both mental illnesses and substance use disorders; an expectation rather than exception in the target population
- The program will be recovery focused
- The program will mesh the treatment offenders receive at STEP with the treatment they get in prison, other corrections facilities and the community to offer them a seamless transition as they strive to heal and improve themselves and earn opportunities to return to the community.
- The program will provide the skills necessary for some offenders, as sentencing allows, to move into the least-restrictive environment, including community corrections programs such as prerelease centers, parole, group homes or intensive supervision.
- The program will provide an opportunity for reduced lengths of stay in secure facilities for some individuals due to stabilization of health care issues and improved linkages with community services
- The program will provide a secure setting for crisis management that is difficult to offer at MSP/MWP.
- The program will provide heightened security for those patients who have been criminally charged and/or convicted; sentenced to the Department of Public Health and Human Services and currently placed at Montana State Hospital on the Forensic Unit.
- The program will provide opportunity for cross training of personnel. Due to sentencing restrictions, some of the participants in the STEP program may transition back to a less restrictive setting within MSP/MWP rather than into community placements. Training of staff will further enhance the ability of all facilities to serve the target population.

Service Population:

The persons to be served through the program are adults within the following priority populations:

- Criminally convicted persons sentenced to the custody of the Montana Department of Corrections, MSP or MWP who have serious mental illness, are in acute mental health crisis, or are mentally unstable exhibiting symptoms of mental disorder;
- Criminally convicted persons who at sentencing are determined by the court to have had a mental disease or defect at the time of the commission of the crime and are sentenced to the custody of the Director of the Department of Health & Human Services in accordance with 46-14-312, MCA;
- Persons who are being criminally prosecuted and who have been ordered by the court in accordance with 46-14-202, MCA to the State Hospital to be evaluated within a 60 day period or other period as ordered by the court.
- Persons who are being criminally prosecuted and who have been ordered by the court in accordance with 46-14-221, MCA to the custody of the director of the department of public health and human services for so long as the unfitness endures or until disposition of the defendant.

Location:

This specialized health care program will be provided by professional staff within the Dr. Xanthopolis Building on the Warm Springs Campus; a secure facility that will be renovated to meet the applicable safety and protection standards adopted by the American Correctional Association and the MT Dept of Corrections. Facility improvements will be completed through the Long Range Building process and it is estimated that participants may begin moving into the STEP facility in December 2008.

Staffing:

STEP will be staffed through a combination of new and existing staff at the Montana State Hospital. 62.50 New FTE are requested, while 59.00 existing FTE will be transferred from the hospital to STEP.

Budget:

New funding requested: \$3,861,056 General Fund for the biennium. The Dr. Xanthopolis Building will be renovated to meet the security and treatment needs of the target population for the STEP program. In addition, the Receiving Hospital on the Warm Springs Campus will be renovated to accommodate the WATCH program, currently housed in the Dr. Xanthopolis building. Facility improvements will be completed through the Long Range Building process and it is estimated that participants may begin moving into the STEP facility in December 2008. Cost estimates have been adjusted to reflect the staggered implementation timeline for the program.

Risks without STEP

- The program will offer a higher level of security for forensic patients, who are some of the most dangerous and unpredictable patients at MSH. Without this program, there is increased risk of patient elopements and potential for increased safety risks to both patients and staff.
- The program will reduce the potential for a crisis at MSP/MWP due to an inability to move inmates to appropriate housing, and staff usage would improve.
- The program will help to ease overcrowding at Montana State Hospital by moving forensic patients – those judged guilty but mentally ill – to the STEP program, utilizing an existing building on the Warm Springs campus. Without this program, there is potential need to build more beds at MSH to serve a burgeoning group of forensics patients in addition to those patients who are civilly committed.
- The program will help to ease overcrowding at MSP/MWP by transferring mentally ill inmates to STEP, allowing improved management of the remaining inmates in the prison's mental health treatment unit. Dozens of inmates housed in the high-security side of the prison, who are currently eligible to move to the low-security side due to good behavior, will have space to move. Without this program, inmates may be held in high-security unnecessarily.

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Controlling the Census:

- STEP will serve a maximum of 120 offenders – those in the most acute need for intensive mental health treatment. Beds will be allocated evenly; 60 to DOC and 60 to DPHHS
- Offenders may be transitioned to less restrictive settings within the secure prison and/or secure forensic unit at Montana State Hospital upon stabilization

Controlling the Costs:

- Capping the census will determine how variable costs (personnel services, medications, outside medical) are allocated

Security

- The Xanthopoulos building will meet all applicable safety and protection standards of the American Correctional Association
- Training for security staff will be consistent with that provided to correctional officers in Montana's secure prison facilities to include site specific training.

Co-Ed Facility

- STEP will serve both male and female offenders. Separation of genders will be managed by clinical and security staff, utilizing various housing pods, secure cells and transition units.

"Seamless" Transition Planning

- A recent study (Univ. of Montana) of pre-release centers shows that mentally ill offenders are **NO MORE LIKELY** to recidivate than any other offender in the center.
- Females in prerelease centers are nearly twice as likely as males to show evidence of mental illness
- Probation and Parole officers have access to limited treatment funds to be used to assist an offender with medications, treatment costs and other expenses not covered by benefits

Risk Factors

- October 2006 – 4 patients (offenders sentenced Guilty but Mentally Ill – GBMI) at Montana State Hospital were involved in a significant disturbance. Alcohol and violence involved. 5 staff members were injured and reported off work following the incident. All four offenders were returned to MSP immediately. 10 patients were transferred from the Montana State Hospital to MSP/MWP in 2006. Eight in 2005 and seven in 2004.
- There is approximately \$3.1M FY08 and \$3.7M FY09 for Work Comp for AMDD and a high percent of it is for MSH. This is an increase from \$2.5M in FY06.
- There are approximately 60 patients at MSH under a forensic/criminal commitment. The secure forensic unit has a 32 bed capacity, leaving nearly half these offenders in non-secure units.

By the numbers – from the Bureau of Justice Statistics (September 2006)

- An estimated 24% of state prisoners who had mental health problem, compared to 14% of those without, had been charged with a physical or verbal assault on correctional staff or another inmate.
- Nearly 25% of prison inmates who had a mental health problem, compared to 20% without, had served 3 or more prior incarcerations
- Among state prisoners who had a mental health problem, nearly half had a violent offense as their most serious offense, followed by property and drug offenses
- ***Overall, state prisoners who had a mental health problem reported a mean maximum sentence that was 5 months longer than state prisoners without a mental health problem. (MT = appx \$10,500 per offender)***

**Secure Treatment and Evaluation Program (STEP)
Frequently Asked Questions**

Q: What does STEP stand for?

A: Secure Treatment and Examination Program

Q: What is STEP?

A: A secure, inpatient treatment program for the evaluation, assessment and treatment of mental disorders and co-occurring substance use disorders.

Q: Will STEP serve juveniles?

A: No. Adults only

Q: Will STEP serve male and female individuals?

A: Yes

Q: Who is eligible for the program?

A: The persons to be served through the program are adults within the following priority populations:

- **MSP/MWP - Criminally convicted persons sentenced to a secure prison or the DOC who have serious mental illness, are in acute mental health crisis, or are mentally unstable exhibiting symptoms of mental disorder;**
- **Guilty but Mentally Ill (GBMI) Criminally convicted persons who at sentencing are determined by the court to have had a mental disease or defect at the time of the commission of the crime. Currently at MSH.**
- **Court Ordered Exam (COE) Persons who are being criminally prosecuted and who have been ordered by the court to be evaluated within a 60 day period. Currently at MSH.**
- **Unfit to Proceed (UTP) Persons who are being criminally prosecuted and who have been ordered by the court to the custody of DPHHS for so long as the unfitness endures or until disposition of the defendant. Currently at MSH.**

Q: What admission criteria will be used?

A: STEP will be used to serve individuals who have been diagnosed and/or are exhibiting symptoms of mental illness and are in need of this level of secure and specialized care or are in need of crisis stabilization and assessment. Individuals with a co-occurring substance use disorder are the expectation.

Q: Will all seriously mentally ill inmates at MSP & MWP be served by STEP?

A: Not always. Some persons in the custody of Corrections may require more security than that which can be provided by the STEP program. In that event, the person will not be admitted to STEP, but staff members may assist MSP/MWP in evaluating inmates and recommending appropriate treatment interventions to be carried out in the correctional facility.

Q: Where does a participant go after STEP?

A: Persons placed into the STEP facility at Warm Springs may be released upon successful stabilization to an appropriate Community Corrections Division program, an appropriate Community-based mental health program, to the Board of Pardons and Parole for review upon

reaching parole eligibility and/or to an appropriate custody level within a prison facility to discharge or parole their criminal sentence

Q: How does STEP tie to community based services?

A: STEP will include a targeted transition planning unit, inclusive of institutional parole officers to assist in transition or discharge planning. Cross training of HHS and DOC personnel with further enable successful community placements.

Q: Who will run the program?

A: STEP will be managed by the Administrator of Montana State Hospital.

Q: Will this facility be a Mental Health Facility as defined in statute?

A: No. STEP fits within the definition of "correctional facility" because it is an "institution for the incarceration of inmates under sentence for offenses or the custody of individuals awaiting trial or sentence for offenses." All participants in the STEP have been criminally charged and/or convicted and placed into the custody of either department by court order.

Q: Why will this not be a mental health facility?

A: This program is designed to treat criminally convicted or charged felony offenders. This is the beginning point for STEP and careful consideration was given to the type of facility that would best meet current needs and resources available. The program participants need treatment for mental illnesses, but they and the public need the security and structure that a correctional facility offers. The program is designed to supply the best of both worlds.

Q: What treatment standards will be used within STEP?

A: Treatment standards are being developed in collaboration between DOC & DPHHS. Existing DOC programs work from the Mental Health Standards developed by the National Commission on Correctional Health Care. Existing DPHHS programs work from treatment standards specified for mental health facilities. Prior to the opening of the STEP, treatment standards that meet the specific needs of this unique target audience will be developed.

Q: What program elements are planned?

A: Evaluation & Assessment for crisis stabilization, court ordered examination, pre-trial assessment. Secure Treatment inclusive of recovery focused and evidence based treatment models including Dialectical Behavioral Therapy (DBT) and other proven models for forensic mental health care. All treatment models employed will be developed to be co-occurring capable to address substance use disorders and mental illness. Referral and Re-entry for successful transition planning

Q: Can forensic patients determined Not Guilty by Reason of Mental Illness (NGMI) participate in STEP?

A: No. Only persons criminally convicted or with current charges pending. NGMI patients are found Not Guilty and may be committed to the Director of DPHHS for placement at the Montana State Hospital.

Q: How many individuals can this program serve?

A: 120. The Xanthopoulos building has 104 individual rooms. A few may be double bunked allowing a capacity for 120 persons to be served in this program

Q: How will the beds be allocated?

A: Each Department will have available up to 60 beds for placement of eligible offenders/patients. Given space limitations, clinical staff within each Department will determine the priority for placement of offenders within the STEP program.

Q: Is a new building being constructed?

A: No. The STEP program will be placed within an existing facility, the Xanthopoulos Building, on the Warm Springs Campus. The X-Building was originally designed and built to serve as the State's forensic hospital.

Q: Where will the WATCH Program go? (Currently occupying the X-Building)

A: The Old Receiving Hospital on the Warm Springs Campus will be renovated to accommodate WATCH. This program does not need the level of security offered by the Xanthopoulos building.

Q: Will the participants in STEP have open access to the MSH campus as other patients do?

A: The population served in STEP is serving a criminal sentence and some may be transferred to STEP from high security units within Montana's prison system. At this time, STEP will be a secure program. Future developments may include enhanced programming in other areas of the campus. This will be determined and enrichment opportunities will be developed as the program progresses.

Q: How much will it cost?

A: \$3.8M new funding (General Fund) requested in the next biennium. The program is anticipated to come online in November 2008 so staffing and overhead costs are prorated based on mid year start up.

Q: What is the full cost to run the program for 12 months with 120 participants?

A: Approximately \$4.2M will transfer from MSH operations and an additional \$4.6M in new funding each year. Total annual costs of approximately \$8.8M or \$200/day.

Q: Where is the funding coming from?

A: The budget request is entirely placed within the Department of Public Health and Human Services.

Q: When will the program start?

A: Building renovations are expected to be completed late in 2008. First participants may move into the STEP program in Nov/Dec 2008.

Q: How many FTE will be required to run STEP?

A: The staffing plan calls for approximately 121 FTE. 59 FTE will transfer from existing Montana State Hospital staff and 62.5 new FTE proposed for full year of operations. The funding request for this biennium is prorated for the staggered start date and reflects 41.69 new FTE.

Q: Where do I get more information?

A: Contact Deb Matteucci, Behavioral Health Program Facilitator 406-444-2013 or email DMatteucci@mt.gov

STEP - w/ Staggered Implementation

		MBARS		Annual	
		Budget Request		Est. Expenditures	
		SFY 2009		Start Date	
Account	FTE	41.69		62.50	
Personal Services					
61100	Salaries	\$	1,483,849	11/1/2008	\$ 2,224,294
61400	Benefits	\$	489,044	11/1/2008	\$ 733,081
61500	Insurance	\$	294,096	11/1/2008	\$ 427,776
61112	Holiday Pay/Differential/Holiday PO	\$	41,569	11/1/2008	\$ 62,353
61102	Overtime	\$	67,949	11/1/2008	\$ 101,923
61600	Vacancy Savings	\$	(88,577)	11/1/2008	\$ (131,954)
Total Personal Services		\$	2,287,930		\$ 3,417,473
Operating Expenses					
Contracted Services					
62106	Lab Testing	\$	27,704	1/1/2009	\$ 55,407
	Laundry (inc. above)			1/1/2009	
62102	Alarm Maint. Contract	\$	12,244	7/1/2008	\$ 12,244
62102	Elevator Main. Contract	\$	1,000	7/1/2008	\$ 1,000
62116	Outside Medical	\$	32,590	1/1/2009	\$ 65,179
62809	Training	\$	100,000	11/1/2008	\$ 100,000
Supplies					
62222	Prescription & Mgmt Fee	\$	23,791	1/1/2009	\$ 47,581
62222	Drugs	\$	242,254	1/1/2009	\$ 484,508
62200	Variable Costs	\$	117,932	1/1/2009	\$ 235,863
62200	Administrative Supplies	\$	17,509	11/1/2008	\$ 26,264
62744	Repairs/Maintenance Supplies	\$	20,361	11/1/2008	\$ 30,541
62300	Communications	\$	51,444	10/1/2008	\$ 68,592
62405	Travel	\$	5,000	1/1/2009	\$ -
	Rent	\$	-		\$ -
	Utilities	\$	-		\$ -
62744	Repairs	\$	22,981	10/1/2008	\$ 30,641
	Miscellaneous	\$	-		\$ -
Total Operating Expenses		\$	674,810		\$ 1,157,820
Equipment		\$	-		\$ -
69401	Debt Service	\$	66,000	10/1/2008	\$ 66,000
TOTAL OPERATIONS 2009		\$	3,028,740		\$ 4,641,293
SFY 2008 Start Up Costs		\$	832,316		
		\$	3,861,056		

Assumes an October 1, 2008 move date for MSH patients and existing forensic staff
Assumes a November 1, 2008 hire date for new employees
Assumes a January 1, 2009 move date for DOC inmates
Assumes 120 bed facility (60 DOC and 60 MSH)

Secure Treatment Evaluation Program (STEP)
Xanthopoulos Building - Warm Springs Campus

START- UP, ONE-TIME COSTS -SFY 2008

	<u>DPHHS</u>	<u>Annualized Costs</u>
<u>Furniture</u>	\$ 332,316	\$ 332,316
<u>Perimeter Security Improvements Contingency Reserve</u>	\$ 450,000	\$ 450,000
<u>Staff Training</u>	\$ 50,000	\$ 50,000
<u>DOC/CCCS Leasehold Improvements Buy-out</u>	\$ -	\$ -
<u>DOC WATCH Program Relocation</u>	\$ -	\$ -
<u>TOTAL START UP COSTS</u>	<u>\$ 832,316</u>	<u>\$ 832,316</u>

ANNUAL OPERATIONAL COST ESTIMATES - SFY 2009
Staggered Implementation: Start Date - November 2008

Existing Costs - DPHHS

<u>Personal Services to Transfer (59.00 FTE)</u>	\$ 3,250,169	\$ 3,250,169
<u>Operations Costs to Transfer</u>		
<u>Contracted Services</u>	\$ 41,555	\$ 55,407
<u>Supplies</u>	\$ 176,897	\$ 235,863
<u>Pharmacy</u>	\$ 507,122	\$ 676,163
<u>Subtotal Operating Expenditures</u>	\$ 725,574	\$ 967,433
<u>TOTAL EXISTING COSTS - DPHHS</u>	<u>\$ 3,975,743</u>	<u>\$ 4,217,602</u>

NEW COSTS - DPHHS

<u>Personal Services New (62.50 FTE)</u>	\$ 2,287,930	\$ 3,417,473
<u>Operations Costs New</u>	\$ 740,810	\$ 1,223,820
<u>TOTAL NEW COSTS - DPHHS</u>	<u>\$ 3,028,740</u>	<u>\$ 4,641,293</u>

STEP ANNUAL OPERATIONAL COST ESTIMATE - Partial year/Staggered start date

<u>\$ 7,004,483</u>	<u>\$ 8,858,895</u>
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